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ABSTRACT

Falcon Beach School is a small school experiencing declining school enrollment and increasing operational costs. In February, 1987, Falcon Beach School was announced as a candidate for closure. The Planning and Research Branch of Manitoba Education conducted an economic and social analysis of the school operations. This research report provides results of the analysis of these factors and examines the potential impacts associated with alternate methods of education delivery. A profile of the Falcon/West Hawk community and its relationship and commitment to the Falcon Beach School is presented. The concerns of parents, residents, businesses, employing government agencies, and teachers are listed as data considered in the closure study. Six options are given as alternate education plans for this community with accompanying projected costs. The major conclusions are: (1) enrollment is expected to increase; (2) costs associated with providing education to the Falcon/West Hawk students are projected to increase; (3) by 1991, it will have cost the Department more to have closed the school to and have transported students to neighboring schools than it would to have left the school open; (4) school closure will potentially negatively impact the community; and (5) school closure would result in the Falcon/West Hawk elementary students having to undertake a 1.5-hour bus ride to another school. Suggestions for increasing efficiency of the school are given if the school is to remain open. This report contains 22 references. (ALL)

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Manitoba Education

FALCON BEACH SCHOOL

CLOSURE REVIEW

Prepared by:
Planning and Research Branch
Manitoba Education
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School
Closure
Review
87-01

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EXECUTIVE SUMMARY

Falcon Beach School is a small school. It has been experiencing a steady decline in enrolment since the mid 1960's, as well as a steady increase in operational costs. On February 23, 1987 Falcon Beach School was announced as a candidate for school closure. The Planning and Research Branch of Manitoba Education was requested to conduct an economic and social analysis of the school operations.

The following issues were brought forward as essential for consideration:

1. the Department of Education supports "small" schools within the province.
2. in 1986/87 there were 27 other elementary schools (excluding colony schools) across the province with enrolments of less than 30 students.
3. there is a projected increase in enrolment for Falcon Beach School for the next five years.
4. the costs of operating Falcon Beach School are rising.
5. the permanent resident population of the area is primarily composed of government employees and business operators.
6. the provincial government receives no education property tax dollars from the residents.
7. the Department of Business Development and Tourism has placed emphasis on developing the tourist industry.
8. the Department of Natural Resources considers the area as "high profile".
9. there exists a positive relationship between the school and the community.
10. there exists a positive relationship between the school and the Department of Education.
11. the educational program at Falcon Beach School meets the minimum basic requirements.
12. most children attending Falcon Beach School are bussed (maximum 45 minutes).
13. if the school is closed, a minimum loaded bus ride of one and a half hours will be required.
14. voiced concerns related to closure include: parents - bussing; business community - outmigration and resale values; government departments/agencies - relocating qualified personnel; residents - community vitality; and, teachers - jobs and effect on children.

For 1986/87 the provincial estimated cost per student is $4,000, while for Falcon Beach School it is $4,600. A cost analysis of six options of operation include:

PROJECTED OVERALL COSTS
SIX OPTIONS

Option	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
1. School unchanged with grades 9-12 at Steinbach.	$204,800	$206,950	$203,880	$232,640	$250,390	$264,690
2. School unchanged but grades 9-12 at Whitemouth.	$200,240	$202,050	$198,650	$227,380	$245,000	$259,130
3. School offers grades 1-4, with grades 5-6 at Reynolds, grades 7-12 at Steinbach.	$215,710	$221,400	$220,950	$246,210	$256,220	$275,080
4. School closed, all students go to Whitemouth.	$162,670	$172,810	$175,830	$219,670	$237,000	$272,570
5. School closed, grades 1-6 at Reynolds, grades 7-12 at Whitemouth.	$175,070	$185,510	$189,120	$234,270	$251,500	$287,670
6. School closed, grades 1-6 at Reynolds, grades 7-12 at Steinbach.	$179,630	$190,410	$194,150	$239,530	$256,890	$293,230

Analysis of the social and economic factors resulted in the following major conclusions:

- enrolment is projected to increase.
- costs associated with providing education to the Falcon/ West Hawk students are projected to increase.
- in five years time it will cost the Department more to have the school closed and the students transported into a neighboring school division than it would to leave the situation unchanged for what it is today.
- school closure will potentially have a negative impact upon the community.
- school closure would result in the Falcon/West Hawk elementary students having to undertake a one and half hour loaded bus ride to the closest neighboring school.

RÉSUMÉ ADMINISTRATIF

L'école de Falcon Beach est une petite école. Son nombre d'élèves a diminué continuellement depuis le milieu des années soixante alors que ses frais d'exploitation n'ont cessé d'augmenter. Le 23 février 1987, on a annoncé que l'école de Falcon Beach était destinée à être fermée. La Direction de la planification et de la recherche, qui fait partie du ministère de l'Éducation, a été chargée de faire une analyse économique et sociale touchant le fonctionnement de l'école.

Éléments essentiels examinés dans cette étude

1. Le ministère est partisan des "petites" écoles au Manitoba.
2. Au cours de l'année scolaire 1986-1987, il y avait dans la province 27 autres écoles élémentaires (à l'exception des écoles hutterites) dont le nombre d'élèves était inférieur à trente.
3. On prévoit une augmentation du nombre d'élèves de l'école de Falcon Beach au cours des cinq prochaines années.
4. Les frais d'exploitation de l'école de Falcon Beach augmentent.
5. La population qui réside en permanence dans la région est composée essentiellement de fonctionnaires et de commerçants.
6. Le gouvernement provincial ne réclame pas aux résidents d'impôt foncier pour l'éducation.
7. Le ministère du Développement de l'entreprise et du Tourisme attache de l'importance au développement du tourisme dans la région.
8. Le ministère des Ressources estime que cette région est particulièrement "intéressante".
9. Il existe de bons rapports entre l'école et la communauté.
10. Il existe de bons rapports entre l'école et le ministère de l'Éducation.
11. Le programme d'enseignement de l'école de Falcon Beach est conforme aux connaissances de base requises.
12. La plupart des élèves de l'école de Falcon Beach se rendent à l'école en autobus (45 minutes de trajet au maximum).
13. Si l'école était fermée, un autobus scolaire mettrait au moins une heure et demie à faire le trajet nécessaire.
14. Les inquiétudes exprimées au sujet de la fermeture proviennent notamment des parents (touchant le déplacement des enfants en autobus), des services et organismes du gouvernement (éventualité de transfert de personnel qualifié), des habitants (perte de vitalité de la localité) et des enseignants (pertes d'emplois, effet regrettable sur les enfants).

Pour l'année scolaire 1986-1987, on estime que l'éducation des enfants coûte en moyenne à la province 4 000 dollars par élève, mais à Falcon Beach il en coûte 4 600 dollars par élève.

PROJECTION DES FRAIS GÉNÉRAUX D'EXPLOITATION
SIX POSSIBILITÉS

Possibilité	1986-1987	1987-1988	1988-1989	1989-1990	1990-1991	1991-1992
1. École ouverte mais 9e à 12e à Steinbach	204 800 $	206 950 $	203 880 $	232 640 $	250 390 $	264 690 $
2. École ouverte mais 9e à 12e à Whitemouth	200 240 $	202 050 $	198 650 $	227 380 $	245 000 $	259 130 $
3. 1re à 4e à Falcon Beach, 5e et 6e à Reynolds et la 7e à 12e à Steinbach	215 710 $	221 400 $	220 950 $	246 210 $	256 220 $	275 080 $
4. École fermée et tous les élèves à Whitemouth	162 670 $	172 810 $	175 830 $	219 670 $	237 000 $	272 570 $
5. École fermée. 1re à 6e à Reynolds et la 7e à 12e à Whitemouth	175 070 $	185 510 $	189 120 $	234 270 $	251 500 $	287 670 $
6. École fermée. 1re à 6e à Reynolds et 7e à 12e à Steinbach	179 630 $	190 410 $	194 150 $	239 530 $	256 890 $	293 230 $

On trouvera ci-dessous les conclusions essentielles tirées de l'analyse des facteurs économiques et sociaux :

- on prévoit une augmentation du nombre d'élèves
- on prévoit une augmentation des frais d'éducation pour les élèves de Falcon-West Hawk
- dans cinq ans, la fermeture de l'école et le transport des élèves jusqu'à la division scolaire voisine coûtera plus au ministère que si l'école restait ouverte telle qu'elle est aujourd'hui
- la fermeture de l'école est susceptible d'avoir un effet négatif sur la localité
- par suite de la fermeture de l'école, les élèves des cours élémentaires de Falcon-West Hawk devraient prendre un autobus scolaire auquel il faudrait une heure et demie pour se rendre à l'école la plus proche

FALCON BEACH SCHOOL
CLOSURE REVIEW

INTRODUCTION

Since the mid 1960's, Falcon Beach School has been experiencing a steady decline in enrolment. This trend has warranted a review into the feasibility of keeping the school open. On February 23, 1987 Falcon Beach School was announced as a candidate for school closure. In adherence with the Department's "Guidelines for School Closure", an informational report was to be prepared and made available to parents and community residents so that all members of the community can be made aware of the educational, community and financial implications with respect to the continued operation or possible closure of the school under review.

The following report provides an analysis of the social and economic factors related to the Falcon Beach School operation as well as an examination of the potential impacts associated with alternate methods of education delivery.

1. The Falcon Beach/West Hawk Areas

Falcon Beach School is located in the Whiteshell Provincial Park in the southeast corner of Manitoba. The school is situated in Falcon Beach and services the West Hawk and Falcon Beach areas. For the 1986/87 school term, children come from as far away as Ingolf, Ontario (24 kms.) and the Caddy Lake area (21 kms.) to attend classes at Falcon Beach School.

West Hawk and Falcon Beach are the two key community centres within the Whiteshell Provincial Park. Their origin, development, and current raison d'etre are interwoven with the tourist industry of the province. The entire surrounding areas are composed of rolling hills, pine forests, lakes and unending natural fauna. Access to the communities is by two highways with Manitoba's #1 highway (the TransCanada) linking the two together from west-to-east, and Highway #44 providing access from the north.

The land within the Park is either owned by the provincial government (crown land), or is private. In 1986 there were approximately 150 permanent residences and 1,400 non-permanent cottages located on crown land within the Falcon Beach/West Hawk areas. Private land holdings have been estimated at 130.

Historically, permanent residency within the areas has been, and continues to be, primarily composed of government employees and their families as well as Manitoba citizens who establish or purchase a private business. The government agencies which have staff living in the area include the Department of Natural Resources (Parks, Forestry, Fisheries), Manitoba Hydro, Manitoba Telephone System, TransCanada Pipeline, the Royal Canadian Mounted Police, and Manitoba Education. There are currently 32 private businesses located on crown land, with 21 of these operating year round, in addition to an estimated 12 businesses either located on private land or operated from a lot not categorized as a business lot. Permanent residents, cottage owners, and business owners pay no provincial taxes. In their place, Parks assesses a small service fee and lot rental levy.

Within the Falcon Beach/West Hawk areas, the generated Park revenue from lot rentals, recreation areas, camping permits, vehicle entrance passes, etc. has steadily increased over the past number of years with the most recent year, 1986, being one of the best. The most active time of the year continues to fall between the May long weekend and the end of October,

although recently there has been a marked increased in winter usage. Many of the local businesses have reported a growth in winter revenue which five years ago did not exist.

2. Falcon Beach School

In 1950, a Special Schools Branch was established within the Department of Education. Its primary purpose was to oversee the provision of education to children in remote isolated areas of the province, the vast bulk of these areas being north of the 22nd township. At this time, and falling into the category of this new branch, a one room school was begun at West Hawk. The parents of children attending the school paid $25/month/family in lieu of taxation, while the provincial government provided materials for the school building, paid the teacher salary, and paid for educational supplies. In the 1950's the school burned down. At the same time, developmental plans were being made to turn Falcon Beach into a resort area. It was decided to build the new two classroom school at Falcon Beach. In 1962, the Whiteshell Provincial park was officially designated.

In 1965, Frontier School Division was established and assigned all the special schools north of the 22nd township. To maintain an equitable situation, the Department decided that whatever policies were established for the new Frontier School Division, the Department should apply to the remaining special schools such as Falcon Beach School. As such, the provincial government took total control with the parents no longer being responsible to pay a monthly fee or participate in the operational functioning of the school. Two temporary structures were attached to the school making it a four classroom school with a library, storage space, and a teacher lounge.

Over the years, Falcon Beach School has experienced a steady decline in enrolment. The number of children

FALCON BEACH SCHOOL
ENROLMENT BY GRADE

Academic Year	Grades									Total 1-8	Total N-8
	N	K	1	2	3	4	5	6	7	8	
1970/71	-	-	8	6	9	3	8	9	3	6	52	52
1974/75	-	8	3	4	3	6	6	6	7	7	42	50
1978/79	7	6	2	6	7	4	3	4	1	8	35	48
1982/83	-	-	5	3	3	3	1	5	7	1	28	28
1986/87	-	4	6	-	3	3	7	2	2	2	25	29

attending the school in grades 1-8 has fallen from a high of 54 in 1972/73 to the current 25 in 1986/87 (refer to Appendix 1 for complete historical enrolments). The provision of Kindergarten has occurred sporadically with its most recent reestablishment having taken place this January. The majority of the children attending the school are transported by bus with the furthest distance from the school in 1986/87 being the Fish Hatcheries 23 kms. away. The loaded bus route has a scheduled time of 42 minutes.

The operation of Falcon Beach school and the transportation of the students is funded through Provincial General Revenue. In 1986/87, the cost is estimated at $135,000. Since the school is classified as a "Special School" under the direct administration of the Department, it is not eligible to receive funding through special grant processes.

The teaching staff at Falcon Beach School has historically consisted of a minimum of two full-time positions. For the past few years, there has been two full-time teaching positions (filled by three certified teachers - two of which have a job-sharing agreement) as well as one teaching aid position. The grade structure within the school is usually along a K-4 and 5-8 division. The subjects taught to the students include all required courses as designated by provincial curriculum guidelines, plus additional courses as determined by the desires of the community and abilities of the teachers. Currently, all students within the school receive instruction in Language Arts, Sciences, Mathematics, Physical Education, Social Studies, Health, French, Music, Art, and Library. The existence of a personal computer in the grade 5-8 classroom permits an introduction to computers to be offered. Whenever desired and/or required, the school has utilized the provision of correspondence courses through the Correspondence Branch within the Department.

3. <u>Transportation of High School Students</u>

Falcon Beach/West Hawk area students who are in grades 9-12 have never had a local high school to attend. The closest high school is at Whitemouth (northwest of Falcon Lake at a distance of 78 kms. along highway #44, or 72 kms. along #1 and #11), with the next closest at Steinbach (straight west along #1 for 116 kms.). To accommodate these high school students, the Department funds the transportation costs as well as non-resident tuition fees to the receiving school division.

Until the mid 1970's, Whitemouth School in Agassiz School Division was the receiving high school. At that time the majority of parents desired a switch to Steinbach, in Hanover School Division, as the highway was considered to be superior and the programming at Steinbach more diversified. Since then, the vast majority of high school students in the Falcon/West Hawk areas have been bussed to Steinbach. Students who choose Whitemouth must make their own transportation arrangements, but the Department pays the tuition fees.

The number of bussed high school students varies from year to year, with the recent years number being between 9 and 15 annually. For the 1986/87 school term, there are 12 Falcon Beach/West Hawk area students being bussed to Steinbach with two students attending Whitemouth.

4. Administration of Education for Falcon/West Hawk Areas

The administration of all aspects related to the delivery of education to residents in the Falcon Beach/West Hawk areas falls under the Administration and Finance Division of Manitoba Education. The role of superintendent is the responsibility of an assigned civil servant. All funds for the operation come directly from Provincial General Revenue.

Over the past four years, the average provincial operating expenditure per student, both elementary and secondary, has been $3,700 per year. In the Falcon/ West Hawk area the comparable cost has been $4,150. Historically, the annual cost per student has been slightly higher in the Falcon/West Hawk area than for the rest of the province (refer to Appendix 2 for annual comparisons). It should be noted, however, that the rest of the province is not uniform in its delivery costs. Frontier School Division and the consolidated District of Gypsumville, for example, are two areas which have costs significantly above the average.

In 1985/86 the total operating costs associated with Falcon/West Hawk areas were $169,000. The estimated costs for 1986/87 are $174,400.

FALCON BEACH/WEST HAWK OPERATION COSTS*
(1985/86 AND 1986/87)

	1985/86 Actual	1986/87 Estimated
Direct Costs		
Elementary Students		
- Falcon Beach School	$111,100	$116,000
- Transportation	$ 16,000	$ 19,000
	$127,100	$135,000
Secondary Students		
- Tuition Fees	$ 12,200	$ 10,300
- Transportation	$ 29,700	$ 29,100
	$ 41,900	$ 39,400
Total Direct Operational Costs	$169,000	$174,400
Indirect Costs		
Department Grants to School Divisions	$ 44,150	$ 40,050
Revenue	$ 1,650	$ 9,650
Total Overall Expenditure	$211,500	$204,800

* Figures rounded to the nearest $50.

Costs of administrative and consulting services provided by the Department have not been included in the above cost calculations. These costs are absorbed within other Department appropriations.

The operational costs of the Falcon Beach School primarily consist of salaries. A breakdown into generalized categories results in the following distribution:

FALCON BEACH SCHOOL
OPERATION COSTS (1985/86 AND 1986/87)

	1985/86 Actual	%	1986/87 Estimate	%
Teacher and Janitorial Salaries	$ 84,000	75.6	$ 90,500	78.0
Operation/Supplies/ Equipment	$ 27,100	24.4	$ 25,500	22.0
Total	$111,100	100%	$116,000	100%

5. <u>The Relationship Between Falcon Beach School and the Communities of Falcon/West Hawk</u>

Both the teaching staff and community residents voice the existence of a close interactive relationship between the school and the Falcon Beach/West Hawk areas. A Parents Advisory Committee has been in existence for many years. Its current structure has two elected representatives for the Falcon Beach area and two for the West Hawk area. The primary roles of the committee are to act as liaison between the parents/community and the teachers, and to be a support to the school staff in dealing with concerns and problems.

During the late 1970's and early 1980's, the community had need for nursery school space and programming. The school accommodated and a program was offered for five years. Very recently, the same need was brought forward again, and in January of this year space was provided in the multi-purpose room (one-half day, every other day). The nursery currently operates as a cost-recovery venture controlled by parents, for twelve children.

The primary sources of support that the community provides to the school revolve around the voluntary giving of time and financial aid. Over the past few years, for example, the following types of activities were organized and/or participated in by community members:

- tutorial help to students in the French class.
- judging science fair entries (non-parents only).
- assisting in providing instruction in Art class.
- providing a hot lunch program.
- helping maintain and operate the Library.
- setting up and operating a regular ski program.
- participating in a curling program.
- helping out during field trips, concerts, track and field events, curling bonspiels, classroom parties, downhill ski days, etc.

In regard to providing financial aid, a variety of community businesses and individuals have taken it upon themselves to help provide the school with extra equipment and supplies. Some examples of past activities include:

- holding a fishing derby with businesses volunteering the prizes.
- holding a raffle for a quilt made and donated by a non-parent community member.
- sponsoring fun runs and skate-a-thons.
- donating products for bake and craft sales.
- purchasing prizes, trophies, etc. for school events.
- supplementing field trip travel costs, entry fees, etc.
- reducing service fees for school events (eg. sports, movie rental fees).

The teachers report that they have no trouble obtaining volunteers from the community. Indeed, many times they have too many.

The interaction between the community and the school not only occurs with the community supporting the school, but also with the school providing support to the community. Examples of this occurring at Falcon Beach School are:

- the flow of children from activities learned in school to community-based activities. For example, the development of curling skills and interest as part of the school program has resulted in many children participating in the community's primary winter activity out of school hours.
- the provision of opportunities for all community people to get together. The many concerts put on by the school children attract large numbers of non-parents as well as parents.

6. Continuation or Closure? A Theoretical Framework

Falcon Beach School has experienced a steady decline in school enrolment over the past ten years. During this same time the costs of operating the school have increased. These two factors combined automatically call for an evaluation of the school and the viability of continuation or closure.

In order to assess the situation properly, both the social and economic factors associated with the school need to be examined within a structural context. Falcon Beach School is not an entity in and of itself (although it does seem to possess certain elements of uniqueness); rather, it shares an identity with other "small" schools, and exists in a community, like many others, which sees the school as central to the community's future. The following two sections review the existing literature on small schools and the documented impacts of school closure on a community:

(a) The Concept of Small Schools

Since the latter part of the 1970's, educational research has been challenging traditional assumptions that large schools are innately better and more progressive than small schools. There is a growing acknowledgement that small schools can have some favorable characteristics not found in larger school settings. Indeed, innovations such as flexible scheduling, individual instruction, independent study, and peer teaching/tutoring had their roots in small (and usually rural) school settings. Following is a review of research findings concerning the nature of the educational environment that can be afforded by small school settings.

Advantages of Small Schools - Small class size, multi-grade and multi-age classes, low pupil/teacher ratios, and rural locations are characteristic features of small schools. Although the research evidence is somewhat conflicting, positive correlations between these features and student learning are often found. In a review of research on class size, Glass (1982) concludes that:

- Class size is strongly related to pupil achievement.
- Smaller classes are more conducive to improved pupil performance than larger classes.
- Smaller classes provide more opportunities to adapt learning programs to individual needs.
- Pupils in small classes have more interest in learning.
- Teacher morale is higher in smaller classes.

Glass and Smith (1979) have indicated that, all things being equal, the difference of being taught in a class of 20 students versus a class of 40 would result in an advantage of 10 percentile points on national achievement tests. Klein (1985), reporting on the findings of a number of studies, explains this correlation between class size and student achievement by pointing out that students in smaller classes typically receive more attention to their studies; the curriculum takes on greater depth, breadth, and richness; and discipline problems are diminished.

Due to low pupil/teacher ratios, small classes are more likely to be learner-centered with strong emphasis placed on individualized and small group instruction.

Concerning differences in the achievement of rural and urban students, a number of studies (Saskatchewan Education 1981) have indicated that rural students score significantly higher on standardized basic skill tests than urban students. Commenting on these differences, teachers in 25 rural schools in Saskatchewan (Saskatchewan Education 1981) stated that what is taught in rural schools is taught very well. Within this context it has been argued with considerable validity that students in smaller rural schools may be learning values and skills which their urban counterparts are not, such as self-reliance, human relations, and character development.

Multi-grade classrooms are common in small schools. Recently educators have come to view multi-grade, multi-age classes as desirable. Multi-grade classes in small schools appear to offer some advantages in affective growth. Children in multi-age groups have been found to have a better attitude toward school (Ford 1977). They seem to fare better than children in control groups in self-concept, self-esteem, aspirations, feelings of success, and perceptions of parental approval. Students seem to benefit from the lengthened teacher-child relationships found in most multi-age groups.

A variety of other features of small school settings contribute, or have the potential to contribute, to student learning. Dunne (1977), Beckner (1983) and others have noted the presence of the following features:

- In small schools, the teacher knows each child as an individual and can make special provisions for special needs and talents.
- Tailoring schedules, instructional materials, and programs to meet particular needs may be easier in small schools.
- Teachers gain a better perspective of the total school program since teachers must assume a variety of roles.
- There are better staff relations and better communication among teachers.
- Relationships between teachers and students tend to be more relaxed than in larger school settings.
- There is closer contact between teachers and parents than in larger schools.

- The entire community is involved in the school.
- Greater parental involvement in school activities frequently enforces mutual expectations for student behaviour.
- Students are less alienated, have better attitudes toward school; they are more willing to approach teachers and other school personnel with individual needs and problems.
- The potential for student self-identity, participation, and expression is enhanced.
- More students participate in more extra-curricular activities in small schools than in large ones and more students feel critically important to the success of their group activities.
- The closeness of community and school creates a greater awareness of school policies and what is occurring in the school, thus serving as an informal sort of accountability.

Disadvantages of Small Schools - Some of the problems confronting small schools have been of continuing concern, while others have been more transitory in nature. These may be products of not only financial constraint and educational ideologies and philosophies, but also popular opinion, social trends, cultural forces, and population changes. Probably the most common and most significant drawback of the small school is that it is inefficient financially. Offering a quality program to limited numbers of students results in higher per-student expenditures. As well, there is considerable variability in the capacities of small communities to support their schools financially. This can create inequities in the quality of program offerings.

Resource limitations pose a number of significant problems for small schools. New instructional technologies or special instructional materials are seldom available. Learning materials, including library resources are often limited. Students in small schools frequently face restricted choices relative to course offerings and teacher assignments.

Human resources are limited in small schools. Teachers must deal with three factors that teachers in larger schools are less likely to encounter: (1) broad professional responsibilities; (2) an extremely close relationship between the community and the school; and (3) personal and professional isolation. In many small schools, teachers must teach multi-grade classes, and/or subjects in which they have an inadequate background.

In short, teachers in small schools are called upon to assume somewhat different roles than teachers in larger school settings. The setting requires the ability to teach in multi-grade classrooms; to plan effectively for integrating subject areas; to plan and implement instruction with multiple subject assignments and in which many different preparations are required per day; to supervise several different extracurricular activities; to plan curriculum without the extended services provided by a professional curriculum development staff; to utilize community resources appropriately; and to enhance student learning with limited instructional resources (Smith 1983).

Although these unique demands are being placed on teachers in small schools, few teacher education programs provide specific preparation for small school settings. A number of studies (Amodeo 1983, Bandy 1980) have reported that teachers in small schools considered that they were inadequately prepared for teaching in isolated, remote settings.

(b) Potential Impacts of School Closure

> "The community and area can be viewed as a system made up of a number of subsystems, such as farming, businesses in the hamlet, the churches, recreation, and others. Each of these subsystems has a dynamics of its own, and each of which affects the other" (Thiessen, 1981, p. 123).

The school is a part of the community and as such few researchers dispute the possibility that closure of an elementary school can lead to certain changes in the overall structure of a community. Few researchers, however, agree that closure automatically leads to a complete deterioration of the community. Over the past ten years there has been a growing awareness among administrators and researchers that when schools are considered for potential closure the declining enrolment figures and corresponding increasing financial costs must not be the only criteria examined. Consideration of both the social and economic impacts, (including human resources and values), upon the community is now deemed as an essential component of any closure decision.

Since 1981 there have been more than 25 elementary schools officially closed across the province of Manitoba. Final student enrolments within these schools varied from a low of six students to a high of 339 students. Across Canada and the United States, the number of school closures continues to grow. Since the mid 1970's educational researchers have questioned the need for closure and, in acknowledged retrospect, begun analyzing community impacts of past closures. A review of the school closure literature, however, has revealed inconclusive findings. Analysis of recent studies (Andrews, 1974; Seattle Public Schools, 1976; Hanna, Nicholls, von Stein, 1977; Johnson, 1978; Thiessen, 1981; and, Burns and Lundy, 1987) points out that there are no consistent research findings which support or negate the following "feared outcomes/impacts" of school closure:

- the population structure of the community will change with less families with school age children living in the area.
- a deterioration in assessed land values and an increase in property turn-over rates will occur.
- a loss of vitality/spirit will be experienced by the community.
- resident involvement in activities associated with education will decrease.
- there will be significant cost savings associated with school closure.

To date, no conclusive basis has been found on which the prediction of community impact can be assumed in a school closure situation.

The closing of an elementary school can necessitate students having to travel further to school. Very often the provision of bussing is required when the distances are great. During the 1970's a great deal of research related to desegregation was conducted on the effects of bussing students, while in the 1980's much of this research has been conducted related to the need to transport students in remote or rural areas. Generally, the research findings agree upon the following (Ontario Ministry of Education, 1976; Duff, et al., 1982; Heid, 1984):

- both parents and transported children would prefer an alternative to bussing.
- students perceive bussing as a factor that can interfere with their own, and their parents, involvement in the school.
- school bus transportation is safe. Indeed, "the school bus is safer to travel in than your own automobile, an airplane, buses (other than school buses), or a passenger train" (Duff, et al., 1982 quoting the U.S. National Safety Council).
- bussed students can have a reduced capability of participating in extra-curricular activities.
- students who are on long bus routes (typically greater than one-half hour at the elementary level) can be subject to fatigue.

Issues of concern which existing research cannot agree upon include:

- does bussing affect student achievement?
- are bussed students fully accepted by students and teachers at the receiving school?
- do bussed students have more family problems compared to non-bussed students?
- do long bus rides create discipline problems?
- do bussed students miss more school?
- is the time spent on the bus "wasted" time?

Depending upon one's perspective, the closing of a school can produce important gains or losses. During the 1970's and early 1980's, two indepth studies were conducted on the closing of five Manitoba rural elementary schools (Hanna, Nicholls, von Stein, 1977; Thiessen, 1981). Analysis of the closure process taken by the respective school boards and the resulting impacts upon the communities (refer to Appendix 3 for summary) found that there was one key variable in the process that strongly affected whether the gains were to be positive or negative for the community. This key variable was "community involvement". In the Manitoba studies, "good public relations and a high degree of sensitivity for the feelings of the parents concerned were the most important factors in either overcoming or not encountering opposition" (Hanna, Nicholls, von Stein, 1977, p. 28).

7. Options for the Future of Falcon Beach School

> In terms of numbers, when is a small elementary school too small? When are the costs too high? When should a school be closed? The answers to these questions involve a choice among values as well as a choice among objective facts.

Falcon Beach School is a small school. It has been experiencing a steady decline in enrolment since the mid 1960's, as well as a steady increase in operational costs. It is also, however, a school within somewhat of a unique Manitoba situation, being the only school within a provincial park and the only school directly administered and operated by the Department of Education.

In order to determine the most viable option for the future of Falcon Beach School, an understanding of the associated facts and values must be ascertained. The preceding background information on the area, the school, the handling of high school students, the costs, and the relationship between the school and the community provides the basis for this understanding, which the theoretical background on small schools and closure impacts determine the questions and options that must be addressed.

Prior to exploring the options, it would be beneficial to inform the reader of the variety of sources from which information (both factual and opinion) was obtained. The following list outlines the sources without being name specific:

- Falcon Beach School teachers
- Falcon Beach and West Hawk Lake Business Association
- Falcon Beach/West Hawk residents
- RCMP
- Manitoba Department of Education
  - Administration and Finance
  - Planning and Research
- Manitoba Department of Natural Resources
  - Parks
  - Forestry
  - Regional Services
- Manitoba Business Development and Tourism
  - Planning and Research
- Manitoba Department of Energy and Mines
  - Mines

(a) Key Issues

All potential options considered for the school must respond to the facts as presented, the concerns of both the community and the government departments, as well as the potentialities for the future. The list of all related issues could be exhaustive, but following are the key issues that have been drawn from the above sources:

1. the Department of Education has historically supported small schools within the province (refer to Appendix 4 for a list of recent developments). Indeed, the Department has been receiving inquiries from all across North America concerning its small schools initiatives and grants program because they are considered by educators as being innovative.
2. in 1986/87 there were 27 other elementary schools (excluding colony schools) across the province which had enrolments from grades 1-8 which were less than 30 students. Like Falcon Beach School, some of these schools offer Kindergarten. Ten of these other schools are in Frontier School Division.
3. the school enrolment in Falcon Beach School has been steadily declining, but there is a projected upswing for the next five years as there is a significant number of pre-school age children in the catchment area (refer to Appendix 1 for historical and projected enrolment figures).
4. the costs of operating Falcon Beach School and sending the high school students into neighboring school divisions are rising (refer to Appendix 5 for the total expenditures for the past six years).
5. the permanent resident population within the Falcon Beach/West Hawk areas are government employees, usually in residence for four-five year terms, and people operating businesses (refer to Appendix 6 for a list of principal government agencies and Appendix 7 for a list of Falcon Beach and West Hawk Lake Business Association members).
6. the provincial government receives no education property tax dollars from the residents within the Park. The Department of Natural Resources levies a province-wide annual land fee of $100 and a service fee ranging up to $275 for each cottage and residence owner within a provincial park.
7. Manitoba Department of Business Development and Tourism has placed emphasis on developing a "year round-four season" tourist industry in the province (Travel Manitoba, 1986). The Department is

participating with the Federal government in a Canada-Manitoba tourist development agreement which promotes private sector involvement in the tourist industry (Canada-Manitoba Tourist Agreement, 1986).

8. Manitoba Department of Natural Resources considers the Whiteshell Provincial Park as a "high profile area". Approximately 40% of all summer provincial park use in Manitoba has been reported to occur within the Whiteshell. In 1983 a comprehensive Master Plan was established for the area.
9. Falcon Beach School has a positive relationship with the community and the community has a positive relationship with the school.
10. the school staff have a positive relationship with the Department of Education, but do feel somewhat isolated and alone. Since the school is not part of a school division or district, the teachers have few opportunities to meet and exchange ideas with other teachers.
11. the educational program taught to the students at Falcon Beach School meets all the provincial requirements and indeed even goes beyond (eg. the provision of French). In addition, this last year the school had the honor of having one of its students win a gold medal at the provincial Science Fair.
12. most students within the area are currently bussed, either into Falcon Beach School or, for the high school levels, to Steinbach (refer to Appendix 8 for a description of the bussing system).
13. if Falcon Beach School were closed, a <u>minimum</u> loaded bus ride of one and a half hours would be required to transport the elementary children to the closest neighboring school.
14. concerns have been voiced about the potential closure of the school. <u>Parents</u> of elementary and pre-school children are extremely concerned about the fact that their children would have to be bussed to a school outside the Park. Their concerns are twofold: the length of the bus ride, and the safety of the bus on highways. <u>Business owners/operators</u> are concerned about potential outmigration of residents which would directly affect their level of business and the resale value of their business operation. <u>Government departments and agencies</u> predict they will experience difficulties in locating experienced personnel who do not have school-age children to service the Falcon Beach/West Hawk areas. <u>Community residents</u>, in general, feel the school is "the" vital link that ties the community together, and if the school closes, the community will die. The <u>teachers</u>, quite naturally, are concerned about their jobs, while at the same time are concerned about what the change will mean for the children.

(b) Cost Analysis of Six Options

In order to provide a basis for discussion and decision-making, six possible options for the future of Falcon Beach School and the provision of education to the Falcon Beach/West Hawk children have been examined. These six options include:

- situation remains unchanged with Falcon Beach School continuing to provide grades 1-8 (with Kindergarten as optional) and the high school students transported to Steinbach.
- Falcon Beach School continues to provide grades 1-8 (with Kindergarten as optional) with the high school students transported to Whitemouth.
- Falcon Beach School continues to operate, but offers grades 1-4 (with Kindergarten optional) with grades 5-6 transported to Prawda (Reynolds School) and grades 7-12 transported to Steinbach.
- Falcon Beach School is closed with all students (grades 1-12) transported to Whitemouth.
- Falcon Beach School is closed with the elementary children (grades 1-6) transported to Prawda (Reynolds School) and grades 7-12 transported to Whitemouth.
- Falcon Beach School is closed with the elementary children (grades 1-6) transported to Prawda (Reynolds School) and grades 7-12 transported to Steinbach.

These six options are not the only possible options available, but a thorough examination of each will provide an understanding of the issues involved and the nature of alternatives. Other options can include consolidation of the Falcon Beach/West Hawk area into a school district, unifying the Falcon Beach/West Hawk area with another school division (eg. Agassiz or Frontier), or the community itself providing home schooling to its children. These options will only be addressed if none of the six previously stated options is deemed appropriate.

Prior to performing an indepth analysis of transporting students to other schools, it is essential to check to see if potentially receiving schools have adequate facilities, classroom space, and programming. The two closest possible receiving schools are in Agassiz School Division - Reynolds Elementary School in Prawda and Whitemouth School in Whitemouth. Reynolds School is approximately 45 kms. west of Falcon Beach along the TransCanada Highway. It is an elementary school offering grades 1-6 with a 1986/87 total enrolment of 48 students (in addition, a Kindergarten

was offered with nine enrolments). It delivers the full range of required course offerings to its students. Whitemouth School is located northwest of the Falcon Beach/West Hawk area and can be reached by two routes: (1) west along the TransCanada Highway to Hadashville and then north along Highway #11 to Whitemouth (a distance of approximately 100 kms. from the West Hawk area); or, (2) north along Highway #44 (a distance of approximately 80 kms. from Falcon Beach). Whitemouth School offers grades 1-12 with a 1986/87 total enrolment of 335 (with an additional 27 in Kindergarten). It also delivers the full range of required course offerings to its students. Examination of the enrolments by grade (refer to Appendix 9 for a detailed enrolment breakdown for each school) shows that both schools would be capable of housing the Falcon Beach/West Hawk students. The schools in Steinbach have shown, by virtue of historically accepting Falcon Beach/West Hawk students, their capability of housing the community's students.

Up until this point in the paper, cost has been stated as a primary issue of concern, but it has not been specifically addressed. In order to provide a common basis for comparing the above mentioned six options, a projected cost analysis was conducted on each. The objective of the cost analysis is twofold: (1) provide an accurate overview of the costs involved within each option; and, (2) provide a common baseline within each option to allow comparisons to be made across the options. To this end, the cost calculations use 1986/87 reported expenditures as the baseline for the projections, and they incorporate two general assumptions which are utilized globally across all options. These two assumptions are: (1) population stability over the five year time period; and, (2) an annual 4% inflation for each of the years. Acknowledgement is made that both of these assumptions may be conservative and that neither may hold true for the future (indeed it would be phenomenal if either did; eg. teacher salaries are adjusted annually to include both step movement and inflation catch-up), but they will allow a common and consistent basis for comparison.

The following tables contain the summary of the cost analysis. The first table lists for each option the projected direct estimated costs that have been calculated, the details of which are contained in Appendix 10. The second table lists the indirect costs which the Department subsumes in its per pupil grants paid to school divisions, the details of which are contained in Appendix 11. The third table unifies the first two tables to provide an estimated "real costs" summary.

PROJECTED DIRECT COSTS
SIX OPTIONS

Option	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
1. School unchanged with grades 9-12 at Steinbach.	$164,760	$168,350	$176,080	$187,560	$200,140	$209,010
2. School unchanged but grades 9-12 at Whitemouth.	$160,200	$163,450	$170,850	$182,300	$194,750	$203,450
3. School offers grades 1-4, with grades 5-6 at Reynolds, grades 7-12 at Steinbach.	$144,210	$147,150	$149,880	$159,270	$165,770	$174,160
4. School closed, all students go to Whitemouth.	$ 56,850	$ 59,950	$ 61,500	$ 71,550	$ 76,200	$ 84,650
5. School closed, grades 1-6 at Reynolds, grades 7-12 at Whitemouth.	$ 69,250	$ 72,650	$ 74,790	$ 86,150	$ 90,700	$ 99,750
6. School closed, grades 1-6 at Reynolds, grades 7-12 at Steinbach.	$ 73,810	$ 77,550	$ 79,820	$ 91,410	$ 96,090	$105,310

PROJECTED INDIRECT COSTS
SIX OPTIONS

Option	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
1. School unchanged with grades 9-12 at Steinbach.	$ 40,040	$ 38,600	$ 27,800	$ 45,080	$ 50,250	$ 55,680
2. School unchanged but grades 9-12 at Whitemouth.	$ 40,040	$ 38,600	$ 27,800	$ 45,080	$ 50,250	$ 55,680
3. School offers grades 1-4, with grades 5-6 at Reynolds, grades 7-12 at Steinbach.	$ 71,500	$ 74,250	$ 71,070	$ 86,940	$ 90,450	$100,920
4. School closed, all students go to Whitemouth.	$105,820	$112,860	$114,330	$148,120	$160,800	$187,920
5. School closed, grades 1-6 at Reynolds, grades 7-12 at Whitemouth.	$105,820	$112,860	$114,330	$148,120	$160,800	$187,920
6. School closed, grades 1-6 at Reynolds, grades 7-12 at Steinbach.	$105,820	$112,860	$114,330	$148,120	$160,800	$187,920

PROJECTED OVERALL COSTS
SIX OPTIONS

Option	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
1. School unchanged with grades 9-12 at Steinbach.	$204,800	$206,950	$203,880	$232,640	$250,390	$264,690
2. School unchanged but grades 9-12 at Whitemouth.	$200,240	$202,050	$198,650	$227,380	$245,000	$259,130
3. School offers grades 1-4, with grades 5-6 at Reynolds, grades 7-12 at Steinbach.	$215,710	$221,400	$220,950	$246,210	$256,220	$275,080
4. School closed, all students go to Whitemouth.	$162,670	$172,810	$175,830	$219,670	$237,000	$272,570
5. School closed, grades 1-6 at Reynolds, grades 7-12 at Whitemouth.	$175,070	$185,510	$189,120	$234,270	$251,500	$287,670
6. School closed, grades 1-6 at Reynolds, grades 7-12 at Steinbach.	$179,630	$190,410	$194,150	$239,530	$256,890	$293,230

As can be seen from the above calculations, the options which call for keeping the school open (Options 1-3) have the highest direct costs, but when the indirect costs are accounted for, the options which call for closing the school (Options 4-6) catch up and surpass the open options by 1990/91.

The three options which look at keeping the school open have, in essence, very little difference in expenditure. Looking at the 1991/92 projections, a 4% saving would occur by keeping the school situation unchanged compared to transporting the students into three separate directions.

Examination of the options calling for school closure show no savings when overall costs are examined. Indeed, the 1991/92 it is projected to cost more to transport all the students to Whitemouth (Option 4) than it would if the situation was unchanged from today (Option 1).

(c) Conclusions

As stated earlier in the report, the viability of maintaining, altering, or closing a school requires the serious consideration of both the economic and social factors associated with each alternative. When is a school too small? When are the costs too high? The answers to both these questions are not solely contained in numbers, but rather in a weighing of these numbers with stakeholder concerns.

This report was initiated as a result of Falcon Beach School experiencing a steady decline in enrolment with an associated increase in costs for the provision of education to all students within the Falcon Beach/West Hawk area. Analysis has found that the following three factors are specific to the Falcon/West Hawk operation:

- enrolment is projected to increase rather than decrease.
- costs are projected to continue to increase.
- programming within the school meets the minimum basic requirements.

With these in mind, each option has been examined with associated stakeholder concerns:

Option	1991/92 Projected Cost	Stakeholder Concerns						
		Students	Parents	Teachers	Businesses	Gov't Agencies	Community	Dept. of Educ.
1. Unchanged	$264,690	x	x	x	x	x	x	.High cost
2. Falcon Beach-grades 1-8; Whitemouth-grades 9-12	$259,130	Majority of high school students want Steinbach	Majority of high school parents want Steinbach	x	x	x	x	.High cost
3. Falcon Beach-grades 1-4; Reynolds-grades 5-6; Steinbach-grades 7-12	$275,080	Busing .Younger students	Busing .Younger students	Lost positions	x	x	x	.High cost
4. Whitemouth-grades 1-12	$272,570	Busing .Length .Younger students .High school students want Steinbach	Busing .Length .Younger students .High school students want Steinbach	Lost positions	.Outmigration .Land value	.Recruitment .Out transfers	.Outmigration .Lost spirit .Lost Jobs	.Loss of small school .High cost
5. Reynolds-grades 1-6; Whitemouth-grades 7-12	$287,670	Busing .Length .Younger students .High school students want Steinbach	Busing .Length .Younger students .High school students want Steinbach	Lost positions	.Outmigration .Land value	.Recruitment .Out transfers	.Outmigration .Lost spirit .Lost Jobs	.Loss of small school .High cost
6. Reynolds-grades 1-6; Steinbach-grades 7-12	$293,230	Busing .Length .Younger students .High school students want Steinbach	Busing .Length .Younger students .High school students want Steinbach	Lost positions	.Outmigration .Land value	.Recruitment .Out transfers	.Outmigration .Lost spirit .Lost Jobs	.Loss of small school .High cost

In evaluating the three options of keeping Falcon Beach School open (Options 1,2, and 3), there are no "significant" cost savings associated with either rerouting the high school students from Steinbach to Whitemouth or altering the grade structure within the school to grades 1-4 with grades 5-6 transported to Reynolds School in Prawda. Indeed, a 4% saving would occur by 1991/92 by keeping the school situation unchanged from what it is currently.

Within all of the options to keep the school open, however, there is a noticeable projected increase in costs over the next five years. As such, if the school was to remain open, there remains within each of these options a need to look at potential methods of achieving greater efficiency. Analysis of the economic factors indicates that methods to reduce costs within these three options could be:

- operate Falcon Beach School with a reduced number of teaching positions.
- hire teachers for Falcon Beach School who have less experience/qualifications than the current teaching compliment.
- renegotiate bus drivers' salaries.
- negotiate with Agassiz and Hanover School Divisions to connect into their bus routing system. This would reduce bus driver and operational costs, but would require a transfer of fees on a per pupil basis.
- obtain smaller buses (eg. vans).

In regard to school closure, it appears as though everyone loses. Children will be confronted with a much longer school day. Parents will be forced to weigh long bussing for their children (a loaded ride of one and a half hours for the younger students transported to Reynolds School) with a desire to relocate their families. Teachers will have to be reassigned. Government departments/agencies which house employees within the area will have difficulty finding qualified personnel to relocate into the Whiteshell area. If outmigration becomes a reality, business owners will have to re-evaluate their investment in the area. And finally, the Department of Education, which has a history of supporting small schools to the extent it is able, will be losing a fully operational school at a point in time when enrolment is projected to take an upturn. Indeed, in five years time, it will cost the Department more money if the school is closed than if it remains operational.

In addition, the fact that the school is servicing a large number of government employees makes it important to take special note of the commitment which both the Department of Business Development and Tourism and the Department of Natural Resources have made to the continuance and development of Whiteshell Provincial Park.

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APPENDICES

APPENDIX 1

FALCON BEACH SCHOOL
Enrolment by Grade (1959/60 to 1986/87)
and
Projected Enrolment by Grade (1987/88 to 1991/92)

Academic Year	N	K	Grades 1	2	3	4	5	6	7	8	Total 1-8	Total N-8
Actual												
1959/60	-	-	3	6	1	4	2	1	-	6	23	23
1960/61	-	-	6	4	5	2	2	4	1	1	25	25
1961/62	-	-	3	4	3	5	3	2	3	1	24	24
1962/63	-	-	6	3	4	4	6	2	3	3	31	31
1963/64	-	-	5	6	3	4	5	4	2	1	30	30
1964/65	-	-	9	5	6	3	4	5	6	-	38	38
1965/66	-	-	6	7	6	7	3	4	5	4	42	42
1966/67	-	-	6	7	8	6	7	3	3	4	44	44
1967/68	-	-	8	7	8	7	6	6	6	3	51	51
1968/69	-	-	6	6	6	10	4	5	9	4	50	50
1969/70	-	-	6	6	4	8	7	3	5	6	45	45
1970/71	-	-	8	6	9	3	8	9	3	6	52	52
1971/72	-	-	8	7	5	5	5	5	7	1	43	43
1972/73	-	-	6	11	5	6	5	9	5	7	54	54
1973/74	-	8	5	4	13	1	4	7	8	5	47	55
1974/75	-	8	3	4	3	6	6	6	7	7	42	50
1975/76	-	8	4	3	2	3	7	6	6	6	37	45
1976/77	4	4	5	5	4	2	2	7	6	7	38	46
1977/78	4	1	7	6	4	3	4	1	7	4	36	41
1978/79	7	6	2	6	7	4	3	4	1	8	35	48
1979/80	2	6	5	2	5	8	4	3	4	1	32	40
1980/81	4	6	3	4	3	5	10	4	3	3	35	45
1981/82	-	4	5	3	3	1	5	9	4	4	34	38
1982/83	-	-	5	3	3	3	1	5	7	1	28	28
1983/84	-	-	1	5	2	3	3	2	5	6	27	27
1984/85	-	-	3	3	4	5	2	3	2	2	24	24
1985/86	-	-	1	4	4	5	3	2	3	2	24	24
1986/87	-	4	6	-	3	3	7	2	2	2	25	29
Projected												
1987/88	-	4	4	6	-	3	3	7	2	2	27	31
1988/89	-	6	4	4	6	-	3	3	7	2	29	35
1989/90	-	7	6	4	4	6	-	3	3	7	33	40
1990/91	-	8	7	6	4	4	6	-	3	3	33	41
1991/92	-	4	8	7	6	4	4	6	-	3	38	42

Source - Enrolment and Transported Pupils Reports, 1960-1987.

APPENDIX 2

COSTS PER STUDENT EXPENDITURE

	Falcon Beach/West Hawk	Province*
1986/87 Budget	$4,600	$4,000
1985/86 Actual	$3,900	$3,750
1984/85 Actual	$4,350	$3,600
1983/84 Actual	$3,700	$3,350

*Source - FRAME Annual Reports, Department of Education, Administration and Finance.

APPENDIX 3

THE CLOSURE OF FIVE MANITOBA RURAL SCHOOLS*

	School				
	Otterburne	Hoffnungsort	Thames	Griswold	Welwood
School Division	17	26	18	41	31
Closing Date	June, 1975	June, 1975	June, 1976	June, 1976	June, 1976
Grades Offered	1-6	1-8	1-6	1-3	1-8
Final Enrolment	27	7	8	8	37
Number of Teachers	1	1	1	1	3
Initiator of Closure	Board	Board	Parents	Board	Board
Reasons for Closure	Enrolment, Facilities, Programming	Enrolment, Quality of education	Enrolment, Quality of education	Enrolment	Facilities, Cost, Enrolment
Impacts					
Teachers	Relocated	Relocated	Resigned	Relocated	Relocated
Student Bussing	Max. 12 miles	Max. 10 miles	Max. 10 miles	Max. 10 miles	Max. 16 miles
Community - Economic	Business drop	-	-	-	-
- Social	Increase in community spirit with neighboring community.	-	-	-	Missed the kids
Disposal of Facilities	Offered to community but did not want. Sold $2,170.	Removed	Sold to community for $1.00	Sold to community for $1.00	?
Community Response	Over period of 5 preceeding yrs, closure stopped twice, but no opposition to final closure.	Community were part of decision process. Two previous evaluations resulted in continuation. Third evaluation - agreed to close. No opposition.	Agreement	Closure delayed for 1 yr. No opposition to final closure.	None

*Hanna, Nicholls, von Stein, 1977.

APPENDIX 4

MANITOBA EDUCATION AND SMALL SCHOOLS

Some of the recent developments related to small schools include:

- in 1975 the concept of "small schools" was differentiated in Manitoba with the appointment of a co-ordinator of small schools.
- in 1982 the Small Schools Compensatory Support Program was established.
- in 1983 the Regional Services Branch was established with one of its mandates to develop channels for continual dialogue with rural and northern school divisions.
- in 1983 the School Closure Guidelines were introduced, making it possible for communities to participate fully in the decision-making process regarding school closure.
- in 1985 InfoTech was established and in 1986 MINET was implemented which has the capacity to link all schools via computer to each other and the Department.
- the Correspondence Branch has developed and strengthened its field service component.

APPENDIX 5

FALCON/WEST HAWK EDUCATION COSTS
(1981/82 - 1986/87)

Year	Expenditure
1981/82	160,000
1982/83	162,000
1983/84	144,000
1984/85	156,000
1985/86	169,000
1986/87*	174,400

*Estimated.

APPENDIX 6

PRINCIPAL GOVERNMENT AGENCIES WITH EMPLOYEES RESIDENT AT FALCON BEACH/WEST HAWK

- Manitoba Department of Natural Resources
- Manitoba Department of Education
- Manitoba Telephone System
- Manitoba Hydro
- RCMP
- TransCanada Pipeline

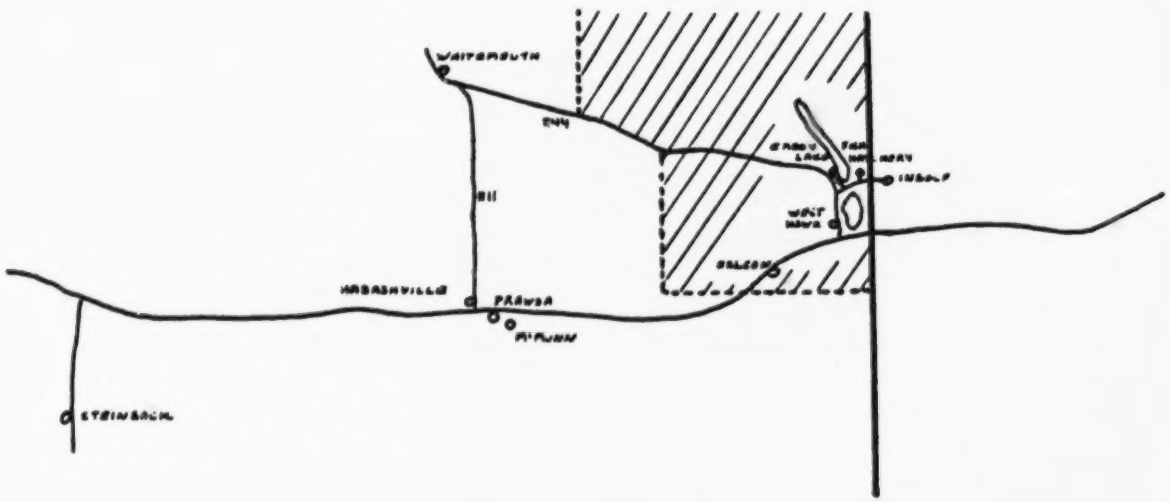
APPENDIX 7

FALCON BEACH AND WEST HAWK LAKE BUSINESS ASSOCIATION MEMBERS 1987

Alec Young Ltd.
Big Buffalo Lodge
Bob Gawne Construction
Caddy Lake Resort
DelBro Realty
Falcon Beach Stables
Falcon lake Builders Supply
Falcon Lake Drugs
Falcon Lake Hardware
Falcon Lake Marina
Falcon's Nest Restaurant
Green Bay Resort
Harmonii Design
Ingolf Inn
Jensen's Marina
Kelso Electric
Keystone Resort
Lorne's Septic Tank Service
Major Service Centre
Nite Hawk Cafe
Penguin Camp
Tall Pine Lodge
West Hawk Lake Resort

APPENDIX 8

1986/87 TRANSPORTATION OF FALCON BEACH/WEST HAWK CHILDREN



(a) Elementary Students to Falcon Beach School

For the 1986/87 school term, 19 students in grades 1-8 are transported by bus to Falcon Beach School. The cost associated with this is $19,000. The primary pick-up points are at the Fish Hatcheries, Caddy Lake, West Hawk, and Falcon Beach. The first child is picked up at 8:07 a.m. and dropped off at school by 8:49 a.m. (a 42 minute ride). Most of the children in the lower grades live close to the school and as such are not on the bus for more than 15 minutes.

(b) Secondary Students to Steinbach

For the 1986/87 school term, 12 Falcon Beach/West Hawk students (note, this number fluctuates) are transported by bus to Steinbach. On route, as many as six Agassiz School Division students are picked up at McMunn and Hadashville. The cost associated with this bus route is $29,100. The first child is picked up at the Fish Hatcheries at 6:38 a.m. and arrives at school approximately two and a half hours later. All of the Falcon Beach/West Hawk students are on the bus for at least one and three-quarter hours each way.

APPENDIX 9

STUDENT ENROLMENT BY GRADE (1977/78 - 1986/87)

FALCON BEACH SCHOOL

Academic Year	Grades															Total Enrolment
	Spec. Ed.	N	K	1	2	3	4	5	6	7	8	9	10	11	12	
1977/78	-	4	1	7	6	4	3	4	1	7	4	-	-	-	-	41
1978/79	-	7	6	2	6	7	4	3	4	1	8	-	-	-	-	48
1979/80	-	2	6	5	2	5	8	4	3	4	1	-	-	-	-	40
1980/81	-	4	6	3	4	3	5	10	4	3	3	-	-	-	-	45
1981/82	-	-	4	5	3	3	1	5	9	4	4	-	-	-	-	38
1982/83	-	-	-	5	3	3	3	1	5	7	1	-	-	-	-	28
1983/84	-	-	-	1	5	2	3	3	2	5	6	-	-	-	-	27
1984/85	-	-	-	3	3	4	5	2	3	2	2	-	-	-	-	24
1985/86	-	-	-	1	4	4	5	3	2	3	2	-	-	-	-	24
1986/87	-	-	4	6	-	3	3	7	2	2	2	-	-	-	-	29

REYNOLDS ELEMENTARY SCHOOL

Academic Year	Grades															Total Enrolment
	Spec. Ed.	N	K	1	2	3	4	5	6	7	8	9	10	11	12	
1977/78	-	-	-	12	14	13	11	10	12	-	-	-	-	-	-	72
1978/79	-	-	-	12	11	13	10	10	9	-	-	-	-	-	-	65
1979/80	-	-	-	8	11	13	13	13	5	-	-	-	-	-	-	63
1980/81	-	-	-	9	7	12	12	13	12	-	-	-	-	-	-	65
1981/82	-	-	-	8	8	6	11	11	11	-	-	-	-	-	-	55
1982/83	-	-	9	10	8	9	4	11	10	-	-	-	-	-	-	61
1983/84	-	-	-	10	11	7	11	5	10	-	-	-	-	-	-	54
1984/85	-	-	-	5	9	12	8	8	5	-	-	-	-	-	-	47
1985/86	-	-	-	5	5	9	12	8	10	-	-	-	-	-	-	49
1986/87	-	-	9	7	6	6	9	12	8	-	-	-	-	-	-	57

WHITEMOUTH SCHOOL

Academic Year	Grades															Total Enrolment
	Spec. Ed.	N	K	1	2	3	4	5	6	7	8	9	10	11	12	
1977/78	11	-	17	29	28	48	41	28	42	56	63	49	46	48	34	540
1978/79	10	-	26	19	24	42	38	35	28	54	54	57	47	41	45	520
1979/80	11	-	23	27	22	29	37	39	35	42	51	48	50	38	35	487
1980/81	9	-	19	34	31	16	29	35	38	37	43	47	42	47	36	463
1981/82	9	-	25	26	21	31	14	27	31	52	37	38	44	38	39	432
1982/83	7	-	25	26	25	22	28	14	26	42	49	37	35	42	37	415
1983/84	8	-	19	28	24	27	18	25	13	37	44	48	37	32	39	399
1984/85	1	-	18	21	24	28	22	21	24	30	39	45	41	35	29	378
1985/86	-	-	22	23	23	27	22	24	21	29	30	32	43	39	32	367
1986/87	-	-	27	20	23	22	24	21	26	26	33	31	30	41	38	362

STEINBACH JUNIOR HIGH

Academic Year	Grades														Total Enrolment
	Spec. Ed.	N	K	1	2	3	4	5	6	7	8	9	10	11	12	
1977/78	12	-	-	-	-	-	-	-	-	199	208	173	-	-	-	592
1978/79	12	-	-	-	-	-	-	-	-	175	192	197	-	-	-	576
1979/80	-	-	-	-	-	-	-	-	-	165	179	182	-	-	-	526
1980/81	12	-	-	-	-	-	-	-	-	185	169	155	-	-	-	521
1981/82	12	-	-	-	-	-	-	-	-	184	171	167	-	-	-	534
1982/83	15	-	-	-	-	-	-	-	-	160	187	165	-	-	-	527
1983/84	9	-	-	-	-	-	-	-	-	183	180	175	-	-	-	547
1984/85	15	-	-	-	-	-	-	-	-	167	192	172	-	-	-	546
1985/86	25	-	-	-	-	-	-	-	-	180	167	193	-	-	-	565
1986/87	15	-	-	-	-	-	-	-	-	174	189	173	-	-	-	551

STEINBACH REGIONAL SECONDARY

Academic Year	Grades															Total Enrolment
	Spec. Ed.	N	K	1	2	3	4	5	6	7	8	9	10	11	12	
1977/78	10	-	-	-	-	-	-	-	-	-	-	-	286	253	193	742
1978/79	8	-	-	-	-	-	-	-	-	-	-	-	287	264	215	774
1979/80	8	-	-	-	-	-	-	-	-	-	-	-	321	251	219	799
1980/81	9	-	-	-	-	-	-	-	-	-	-	-	319	277	197	802
1981/82	11	-	-	-	-	-	-	-	-	-	-	-	297	267	225	800
1982/83	7	-	-	-	-	-	-	-	-	-	-	-	297	261	241	806
1983/84	9	-	-	-	-	-	-	-	-	-	-	-	282	279	238	808
1984/85	9	-	-	-	-	-	-	-	-	-	-	-	297	266	249	821
1985/86	10	-	-	-	-	-	-	-	-	-	-	-	290	295	245	840
1986/87	10	-	-	-	-	-	-	-	-	-	-	-	333	262	265	870

Source - Enrolment and Transported Pupils Reports, 1978-1987.

APPENDIX 10

PROJECTED DIRECT COSTS

For each option, direct costs such as teacher salaries, school operation, transportation costs, and tuition fees were calculated. In addition, potential revenue was listed and then an overall expenditure tabulated.

For each option, the following procedure was followed:

- list primary areas which require analysis.
- for each of the listed areas, project future expenditure.
- summarize total expenditures.
- project potential revenue.
- summarize overall estimated costs.
- present options for reducing costs.

OPTION 1

OPERATION STRUCTURE REMAINS UNCHANGED

- Falcon Beach School Grades 1-8 (Kindergarten Optional)
- Falcon Beach School Students Transported
- High School Students Transported To Steinbach
- High School Students' Tuition Fees Paid

FALCON BEACH SCHOOL

1. Enrolment

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Kindergarten	4	4	6	7	8	4
1-4	12	13	14	20	21	25
5-8	13	14	15	13	12	13
	29	31	35	40	41	42

- Projected increase in total number of students.
- Growth will be in grades 1-4 with stability in grades 5-8.
- Offering kindergarten remains optional.

2. Teachers

- Projected enrolments will necessitate maintaining 2 FTE teaching positions.

3. Costs

- Includes 2 FTE teaching positions and 1 teacher aid/secretary position.

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Teacher salaries	$ 83,500	$ 86,850	$ 90,300	$ 93,950	$ 97,700	$101,550
Operation	32,500	33,800	35,150	36,550	38,000	39,550
	$116,000	$120,650	$125,450	$130,500	$135,700	$141,100

ELEMENTARY STUDENT TRANSPORTATION

1. Route

   - 1986/87 loaded bus ride required approximately 45 minutes. Increased enrolments will extend length of ride.
   - Require one bus.

2. Costs

   - Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$19,000	$16,950	$17,600	$18,350	$19,100	$19,900

   * 1986/87 experienced large number of repair charges.

HIGH SCHOOL STUDENT TRANSPORTATION

1. Number of Students

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Grades 9-12	12	11	9	14	15	16

2. Route

   - 1986/87 loaded bus ride required approximately two and a half hours.
   - Require one bus.
   - Can continue to pick up Agassiz School Division students.

3. Costs

   - Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$29,100	$30,300	$31,500	$32,750	$34,100	$35,400

HIGH SCHOOL OUT-OF-DIVISION TUITION FEES

1. Fees

   - In 1986/87 the tuition fees averaged $75 per student per month at Steinbach and Whitemouth.
   - In 1986/87 there are 12 students at Steinbach and two students at Whitemouth.

2. Costs

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Students	14	13	9	14	15	16
Tuition	$10,300	$10,150	$7,300	$11,800	$13,150	$14,600

TOTAL EXPENDITURES

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
School	$116,000	$120,650	$125,450	$130,500	$135,700	$141,100
Elementary transportation	19,000	16,950	17,600	18,350	19,100	19,900
High school transportation	29,100	30,300	31,500	32,750	34,100	35,400
High school tuition	10,300	10,150	7,300	11,800	13,150	14,600
	$174,400	$178,050	$181,850	$193,400	$202,050	211,000

POTENTIAL REVENUE

Ingolf Students

- Assumption - students attend Falcon Beach School until the end of grade 8, then go to Kenora for high school.
- $400/month/student from Ontario government.
- Two students, in 1986/87 grades 5 and 7.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$8,000	$8,000	$4,000	$4,000	-	-

Transporting Agassiz Students to Steinbach

- Currently four students are picked up at McMunn and Hadashville on the Steinbach route.
- In 1986/87 charged $41/student/month.
- Assuming stability in number of students.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$1,640	$1,700	$1,770	$1,840	$1,910	$1,990

OVERALL ESTIMATED COSTS

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Expenditures	$174,400	$178,050	$181,850	$193,400	$202,050	$211,000
Revenues	9,640	9,700	5,770	5,840	1,910	1,990
	$164,760	$168,350	$176,080	$187,560	$200,140	$209,010

Options for Reducing Costs

1. Operate Falcon Beach School with two FTE positions. Withdraw the teacher aid/secretary position.
2. Hire teachers for Falcon Beach School with less experience and qualifications.
3. Renegotiate bus driver salaries.

OPTION 2

OPERATION STRUCTURE REMAINS THE SAME FOR FALCON BEACH SCHOOL BUT HIGH SCHOOL STUDENTS ARE TRANSPORTED TO WHITEMOUTH

- Falcon Beach School Grades 1-8 (Kindergarten Optional)
- Falcon Beach School Students Transported
- High School Students Transported To Whitemouth
- High School Students' Tuition Fees Paid

FALCON BEACH SCHOOL

Same as in Option 1.

1. Costs

   - Includes 2 FTE teaching positions and 1 teacher aid/secretary position.

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Teacher salaries	$ 83,500	$ 86,850	$ 90,300	$ 93,950	$ 97,700	$101,550
Operation	12,500	11,800	15,150	16,550	18,000	19,550
	$116,000	$120,650	$125,450	$130,500	$135,700	$141,100

ELEMENTARY STUDENT TRANSPORTATION

Same as in Option 1.

1. Costs

   - Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$19,000	$16,950	$17,600	$18,350	$19,100	$19,900

   * 1986/87 experienced large number of repair charges.

HIGH SCHOOL OUT-OF-DIVISION TUITION FEES

Same as in Option 1.

1. Costs

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Students	14	13	9	14	15	16
Tuition	$10,300	$10,150	$7,300	$11,800	$13,150	$14,600

HIGH SCHOOL TRANSPORTATION TO WHITEMOUTH

1. Number of Students

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Grades 9-12	14	13	9	14	15	16

2. Route

- Two potential routes (Falcon Beach to West Hawk on Highway #1, then over to Whitemouth on Highway #44; or, West Hawk area to Falcon Beach to Hadashville on Highway #1, then north to Whitemouth on Highway #11).
- Require one bus.
- Loaded bus ride for south route (Highways #1 and #11) would be approximately one minutes. hour and 50 minutes.

3. Costs

- Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$22,900	$23,700	$24,500	$25,650	$26,800	$27,850

TOTAL EXPENDITURES

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
School	$116,000	$120,650	$125,450	$130,500	$135,700	$141,100
Elementary transportation	19,000	16,950	17,600	18,350	19,100	19,900
High school transportation	22,900	23,700	24,500	25,650	26,800	27,850
High school tuition	10,300	10,150	7,300	11,800	13,150	14,600
	$168,200	$171,450	$174,850	$186,300	$194,750	$203,450

POTENTIAL REVENUE

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Ingolf students						
• Same as Option 1	$8,000	$8,000	$4,000	$4,000	-	-
Transport Agassiz students to Steinbach	No longer part of route, therefore no revenue.					

OVERALL ESTIMATED COSTS

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Expenditures	$168,200	$171,450	$174,850	$186,300	$194,750	$203,450
Revenues	8,000	8,000	4,000	4,000	-	-
	$160,200	$163,450	$170,850	$182,300	$194,750	$203,450

Options For Reducing Costs

1. Operate Falcon Beach School with two FTE positions. Withdraw the teacher aid/secretary position.
2. Hire teachers for Falcon Beach School with less experience and qualifications.
3. Renegotiate bus driver salaries.
4. For high school transport, negotiate with Agassiz School Division to tap into their bus routing system at Hadashville. This would greatly reduce bus driver and operation costs, but require a transfer of fees to Agassiz on a per pupil basis.

OPTION 3

FALCON BEACH SCHOOL OPERATES FOR A REDUCED NUMBER OF GRADES

- Falcon Beach School Grades 1-4 (Kindergarten Optional)
- Falcon Beach School Student Transportation
- Students In Grades 5-6 Are Transported To Reynolds School in Prawda
- Students In Grades 7-12 Are Transported To Steinbach

FALCON BEACH SCHOOL

1. Enrolment

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Kindergarten	4	4	6	7	8	4
1-4	12	13	14	20	21	25
	16	17	20	27	29	29

- Offering kindergarten remains optional.

2. Teachers

- Projected enrolments indicate the need for one FTE teaching position.

3. Costs

- Assumption - operational costs considered to be 3/4 of full grades 1-8 costs (janitorial services reduced, supplies reduced, etc.).

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Teacher salary	$36,000	$37,450	$37,450	$38,950	$40,500	$42,100
Operation	24,400	25,350	26,350	27,400	28,500	29,650
	$60,400	$62,800	$63,800	$66,350	$69,000	$71,750

GRADES 1-4 STUDENT TRANSPORTATION

1. Route

- Distance from school will remain similar as some students will be living in West Hawk area.
- Decreased number of students will shorten length of bus ride. An estimated loaded bus time is approximately 30 minutes.
- In 1986/87 the majority of students in grades 1-4 lived in the Falcon Beach area.
- Requires one bus.

2. Costs

- Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$19,000	$16,950	$17,600	$18,350	$19,100	$19,900

GRADES 5-6 TRANSPORTATION TO REYNOLDS SCHOOL

- Assumption - Ingolf students would enroll at Kenora.

1. Number of Students

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
8	9	6	3	6	10

2. Route

- Bus route would begin in West Hawk area and travel along Highway #1 to Prawda.
- Estimated loaded bus time would be one and a half hours.
- Require one bus.

3. Costs

- Assumption - operation costs slightly higher than grades 1-4 bus to incorporate greater distance travelled.
- Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$18,600	$19,300	$20,090	$20,900	$21,800	$22,650

GRADES 5-6 OUT-OF-DIVISION TUITION FEES

1. Costs

- A transference of money to Agassiz School Division would be made on a per pupil basis - $75/month/child (1986/87).

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Non-residential fee	$6,000	$7,020	$4,870	$2,530	$5,260	$9,120

GRADES 7-12 TRANSPORTATION TO STEINBACH

1. Number of Students

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Grades 7-8	3	3	8	10	6	3
Grades 9-12	14	13	9	14	15	16
	17	16	17	24	21	19

2. Route

- Loaded bus ride would require approximately 2 3/4 hours.
- Require one bus.
- Can continue to pick up Agassiz School Division students.

3. Costs

- Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$29,100	$30,300	$31,500	$32,750	$34,100	$35,400

GRADES 7-12 OUT-OF-DIVISION TUITION FEES

1. Fees

- In 1986/87 the tuition fees averaged $75/month/student.

2. Costs

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Number of students	17	16	17	24	21	29
Tuition	$12,750	$12,480	$13,790	$20,230	$18,420	$17,330

TOTAL EXPENDITURES

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
School	$ 60,400	$ 62,800	$ 63,800	$ 66,350	$ 69,000	$ 71,750
Grades 1-4 transportation	19,000	16,950	17,600	18,350	19,100	19,900
Grades 5-6 transportation	18,600	19,300	20,090	20,900	21,800	22,650
Grades 5-6 fees	6,000	7,020	4,870	2,530	5,260	9,120
High school transportation	29,100	30,300	31,500	32,750	34,100	35,400
High school fees	12,750	12,480	13,790	20,230	18,420	17,330
	$145,850	$148,850	$151,650	$161,110	$167,680	$176,150

POTENTIAL REVENUE

1. Transportation of Agassiz Students to Steinbach

- Same as Option 1.
- Summary of revenue.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$1,640	$1,700	$1,770	$1,840	$1,910	$1,990

OVERALL ESTIMATED COSTS

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Expenditures	$145,850	$148,850	$151,650	$161,110	$167,680	$176,150
Revenues	1,640	1,700	1,770	1,840	1,910	1,990
	$144,210	$147,150	$149,880	$159,270	$165,770	$174,160

Options For Reducing Costs

1. Hire teachers for Falcon Beach School with less experience and qualifications.
2. Renegotiate bus driver salaries.
3. Obtain small buses (ie. vans).

OPTION 4

FALCON BEACH SCHOOL CLOSES WITH ALL STUDENTS TRANSPORTED TO WHITEMOUTH

- All Students Transported To Whitemouth
- Out-Of-Division Fees Paid For All Students

TRANSPORTATION FOR ALL STUDENTS

- Assumptions - Ingolf students would enroll at Kenora.
  - Kindergarten would not be included.

1. Number of Students

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Elementary	23	25	28	32	33	38
Secondary	14	13	9	14	15	16
	37	38	37	46	48	54

2. Route

- Two potential routes (Falcon Beach to West Hawk on Highway #1, then over to Whitemouth on Highway #44; or, West Hawk area to Falcon Beach to Hadashville on Highway #1, then north to Whitemouth on Highway #11).
- Could be scheduled with one bus.
- Loaded bus ride for south route (Highways #1, #11) would be over two hours as there would be a great deal of stop-and-start time because of the number of students.

3. Costs

- Assumption - operation costs are the same as Option 1 to Steinbach (reduced distance but greater number of stops).
- Includes driver salary and operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$29,100	$30,300	$31,500	$32,750	$34,100	$35,400

- Consideration will have to be made as to the need for a bus monitor, given the large number of students, variation in ages, and distance of ride.

OUT-OF-DIVISION TUITION FEES FOR ALL STUDENTS

1. Cost

- A transference fee to accommodate out-of-division residences would be made to Agassiz School Division on a per pupil basis (in 1986/87 - $75/month/child).

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Non-residential fees	$27,750	$29,650	$30,000	$38,800	$42,100	$49,250

TOTAL EXPENDITURE

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Transportation	$29,100	$30,300	$31,500	$32,750	$34,100	$35,400
Tuition Fees	27,750	29,650	30,000	38,800	42,100	49,250
	$56,850	$59,950	$61,500	$71,550	$76,200	$84,650

POTENTIAL REVENUE

None.

OVERALL ESTIMATED COSTS

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$56,850	$59,950	$61,500	$71,550	$76,200	$84,650

Options to Reduce Costs

- Renegotiate bus driver salaries.
- More than likely, costs would increase (eg. bus monitor).

OPTION 5

FALCON BEACH SCHOOL CLOSES
ELEMENTARY STUDENTS GO TO REYNOLDS SCHOOL
HIGH SCHOOL STUDENTS GO TO WHITEMOUTH

- Elementary Students Transported To Prawda
- High School Students Transported To Whitemouth
- Out-Of-Division Tuition Fees Paid For All Students

GRADES 1-6 TRANSPORTED TO REYNOLDS SCHOOL

1. Number of Students

- Assumptions - Ingolf students enroll at Kenora.
  - Kindergarten not included.

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Grades 1-4	12	13	14	20	21	25
Grades 5-6	8	9	6	3	6	10
	20	22	20	23	27	35

2. Route

- Bus route would begin in West Hawk area and travel along Highway #1 to Prawda.
- Estimated loaded bus time would be 1 3/4 hours (incorporated a large number of stop-and-starts).
- Require one bus.

3. Costs

- Assumption - Same as Option 3 to Reynolds School.
- Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$18,600	$19,300	$20,090	$20,900	$21,800	$22,650

GRADES 7-12 TRANSPORTED TO WHITEMOUTH

1. Number of Students

- Assumption - Ingolf students enroll at Kenora.

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Grades 7-8	3	3	8	10	6	3
Grades 9-12	14	13	9	14	15	16
	17	16	17	24	21	19

2. Route

- Optional route (north on Highway #44, or west on Highway #1 then Highway #11).
- Require one bus.
- Loaded bus ride would be approximately two hours.

3. Costs

- Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$22,900	$23,700	$24,700	$25,650	$26,800	$27,850

OUT-OF-DIVISION TUITION FEES

1. Number of Students

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Grades 1-6	20	22	20	23	27	35
Grades 9-12	17	16	17	24	21	19
	37	38	37	47	48	54

2. Costs

- Transference fee would have to be made to Agassiz School Division (1986/87 - $75/month/student).

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$27,750	$29,650	$30,000	$39,600	$42,100	$49,250

TOTAL EXPENDITURES

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Grades 1-6 transported	$18,600	$19,300	$20,090	$20,900	$21,800	$22,650
Grades 9-12 transported	22,900	23,700	24,700	25,650	26,800	27,850
Grades 1-12 tuition	27,750	29,650	30,000	39,600	42,100	$49,250
	$69,250	$72,650	$74,790	$86,150	$90,700	$99,750

POTENTIAL REVENUE

None.

OVERALL ESTIMATED COSTS

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$69,250	$72,650	$74,790	$86,150	$90,700	$99,750

Option To Reduce Costs

- Renegotiate bus driver salaries.

OPTION 6

FALCON BEACH SCHOOL CLOSES
ELEMENTARY STUDENTS GO TO REYNOLDS SCHOOL
HIGH SCHOOL STUDENTS GO TO STEINBACH

- Elementary Students Transported To Prawda
- High School Students Transported to Steinbach
- Out-Of-Division Tuition Fees Paid For All Students

GRADES 1-6 TRANSPORTED TO REYNOLDS SCHOOL

Same as Option 5.

1. Costs

   - Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$18,600	$19,300	$20,090	$20,900	$21,800	$22,650

GRADES 7-12 TRANSPORTED TO STEINBACH

Same as Option 3.

1. Costs

   - Includes driver salary and bus operation/maintenance.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$29,100	$30,300	$31,500	$32,750	$34,100	$35,400

OUT-OF-DIVISION TUITION FEES FOR ALL STUDENTS

1. Number of Students

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Grades 1-6 (Agassiz S.D.)	20	22	20	23	27	35
Grades 9-12 (Hanover S.D.)	17	16	17	24	21	29
	37	38	37	47	48	54

2. Costs

   - Two transference fees would have to be made, one to Agassiz School Division and the other to Hanover School Division (1986/87 - $75/month/student).

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Fees	$27,750	$29,650	$30,000	$39,600	$42,100	$49,250

TOTAL EXPENDITURES

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Grades 1-6 transportation	$18,600	$19,300	$20,090	$20,900	$21,800	$ 22,650
Grades 7-12 transportation	29,100	30,300	31,500	32,750	34,100	35,400
Grades 1-12 tuition	27,750	29,650	30,000	39,600	42,100	49,250
	$75,450	$79,250	$81,590	$93,250	$98,000	$107,300

POTENTIAL REVENUE

- Transporting Agassiz students to Steinbach - same as Option 1.
  - summary of revenues.

1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
$1,640	$1,700	$1,770	$1,840	$1,910	$1,990

OVERALL ESTIMATED COST

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Expenditure	$75,450	$79,250	$81,590	$93,250	$98,000	$107,300
Revenue	1,640	1,700	1,770	1,840	1,910	1,990
	$73,810	$77,550	$79,820	$91,410	$96,090	$105,310

Options for Reducing Costs

- Renegotiate bus driver salaries.

APPENDIX 11

PROJECTED INDIRECT COSTS

On an annual basis, the Department forwards grant money to school divisions and districts. This may come in the form of block, equalization, and categorical grants. In 1986/87 the average cost was $2,860/pupil.

Each of the students in the Falcon/West Hawk area who is transported into a neighboring school division can be included in the division student counts and as such contribute to the amount of grant the Department pays.

For each of the six options, the following average grant calculations were made.

Option 1

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Number of students (9-12)	14	13	9	14	15	16
Average grant	$40,040	$38,600	$27,800	$45,080	$50,250	$55,680

Option 2

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Number of students (9-12)	14	13	9	14	15	16
Average grant	$40,040	$38,600	$27,800	$45,080	$50,250	$55,680

Option 3

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Number of students (5-6)	8	9	6	3	6	10
Number of students (7-12)	17	16	17	24	21	19
Average grant	$71,500	$74,250	$71,070	$86,940	$90,450	$100,920

Option 4

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Number of students (1-12)	37	38	37	46	48	54
Average grant	$105,820	$112,860	$114,330	$148,120	$160,800	$187,920

Option 5

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Number of students (1-12)	37	38	37	46	48	54
Average grant	$105,820	$112,860	$114,330	$148,120	$160,800	$187,920

Option 6

	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92
Number of students (1-12)	37	38	37	46	48	54
Average grant	$105,820	$112,860	$114,330	$148,120	$160,800	$187,920